



U.S. Department  
of Transportation  
**Federal Highway  
Administration**

California Division

June 1, 2012

650 Capitol Mall, Suite 4-100  
Sacramento, CA 95814  
(916) 498-5001  
(916) 498-5008 (fax)

In Reply Refer To:  
HDA-CA

Mr. Steve Heminger, Executive Director  
Metropolitan Transportation Commission  
101 Eighth Street  
Oakland, CA 94607-4700

Attention: Ann Flemer, Deputy Executive Director, Policy

Dear Ms. Flemer:

SUBJECT: Metropolitan Planning Commission (MTC) Transportation Planning  
Certification Review Report

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) are pleased to transmit the final report for the certification review of the metropolitan transportation planning process for San Francisco Bay Area Transportation Management Area as carried out by the Metropolitan Transportation Commission (MTC). The 2012 Certification Review Report accompanies the previous certification letter from March 29, 2012.

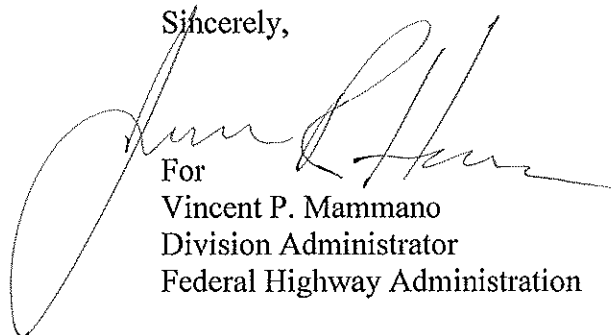
The FHWA and the FTA jointly certify that the transportation planning process meets the requirements of 23 CFR 450 and 49 CFR 613. This certification is valid for four years from the date of the previous certification letter of March 29, 2012.

Again, thank you and your staff for the time and assistance provided during the certification review process. If you have any questions or need further information, please contact Stew Sonnenberg ([Stew.Sonnenberg@dot.gov](mailto:Stew.Sonnenberg@dot.gov)) of the FHWA at (916) 498-5889 or Ted Matley ([Ted.Matley@dot.gov](mailto:Ted.Matley@dot.gov)) of the FTA at (415) 744-2590.

Sincerely,



Leslie T. Rogers  
Regional Administrator  
Federal Transit Administration



For  
Vincent P. Mammano  
Division Administrator  
Federal Highway Administration

cc: (e-mail)

Doug Kimsey, MTC

Ted Matley, FTA Region IX

Ray Sukys, FTA Region IX

Jermaine Hannon, FHWA

Stew Sonnenberg, FHWA

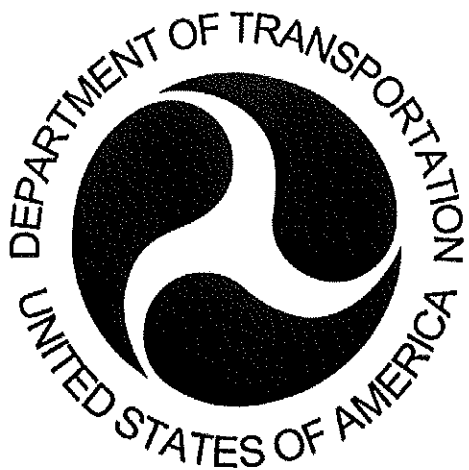
SSonnenberg/km

# **Metropolitan Transportation Commission**

## **Joint Certification Review of the San Francisco Bay Area Metropolitan Transportation Planning Process**

### **Final Report**

**June 2012**



Prepared by:

The Federal Highway Administration  
California Division,

and Federal Transit Administration  
Region IX

## Table of Contents

### Topic

---

1. Preface
  2. Executive Summary
  3. Introduction
  4. Review Process Summary
    - 4.1 Desk Review
    - 4.2 Site Visit
    - 4.3 Public Listening Session
  5. Overview of the MPO
  6. Review Findings
    - 6.1 Resolution of the 2007 Certification Review Recommendations
    - 6.2 2012 Review Findings, Commendations, & Recommendations
  7. Conclusion and the Federal Action
- Appendix A Review Participants  
Appendix B MTC Commissioners

## 1. Preface

Pursuant to 23 U.S.C. 134(k)(5) and 49 U.S.C. 5305(e), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning processes in Transportation Management Areas (TMA) at least every four years. A TMA is an urbanized area, as defined by the U. S. Census, with a population of over 200,000. This requirement began with the landmark Intermodal Surface Transportation Efficiency Act of 1991 and continues today with the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users of 2005 (SAFETEA-LU). This transportation planning certification review process looks beyond self-certification and is not only a review of the MPO and its staff but also includes all agencies responsible for cooperatively carrying out the transportation planning process on a daily basis.

The transportation planning certification review process includes:

- a desk review of current information on the transportation planning processes, activities, and major planning products;
- a site visit by a Federal review team that includes opportunities for public involvement within the metropolitan planning area under review; and

- the preparation and distribution of a Final Report, which summarizes the findings and recommendations of the review team regarding the transportation planning as currently practiced in the TMA region.

The review focuses on compliance with federal regulations, challenges, successes, and experiences of the cooperative relationship between the MPO, State Department of Transportation (DOT) and transit operator in the conduct of the metropolitan planning process. Joint FTA/FHWA certification review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect local issues and needs. As a consequence, the scope and depth of each certification review varies.

The certification review process is one of many activities used to assess the quality of a local metropolitan planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other activities provide opportunities for this type of review include Unified Planning Work Program approval, Transportation Improvement Program (TIP), air quality conformity determinations, as well as a range of other formal and less formal activities provide both FHWA/FTA an opportunity to comment on the planning process. The results of these other processes are considered in the certification review process.

As a result of this review, FHWA and FTA may take one of three actions as appropriate:

1. Jointly certify the transportation planning process; or
2. Jointly certify the transportation planning process subject to certain specified corrective actions being taken; or
3. Jointly certify the transportation planning process as the basis for approval of only those categories of programs or projects that the FHWA and FTA jointly determine, subject to certain specified corrective actions being taken.

## **2. Executive Summary**

It is the conclusion of the federal review team that the Metropolitan Transportation Commission (MTC) TMA has made satisfactory progress in implementing the federal planning requirements in 23 U.S.C. 134(k)(5) and 49 U.S.C. 1607. Based on the findings of this review and the ongoing federal oversight of the planning activities in the MTC TMA, FTA and FHWA jointly certify the transportation planning process of this region. We commend the MTC on their analysis of transit maintenance costs and offer the following seven recommendations to enhance the planning process in this region:

### **Commendable Practices**

#### **1. Transit Maintenance Costs**

**Commendation #1**

MTC is to be commended for the analysis presented in their current Regional Transportation Plan on transit maintenance costs. By expanding on the idea of illustrative projects, the MTC has provided an example of illustrative funding levels options.

**Recommendations for Improvement**

**1. Regional Transportation Plan (RTP) Update**

**Recommendation 1**

It is recommended that MTC use the experience gained from this current RTP outreach effort to develop a “lessons learned” document that can be used to guide future RTP public involvement efforts.

**2. Travel Demand Modeling**

**Recommendation 2**

It is recommended that MTC pursue evaluations of model performance, where observed data may be available through retrospective and ‘before and after studies’ as those opportunities may arise.

**Recommendation 3**

It is recommended that MTC further pursue implementation of Urbansim as a means of informing future year allocations of socioeconomic data for long-range planning activities.

**Recommendation 4**

It is recommended that MTC evaluate the treatment of times and costs for vehicle classes (in assignment) for current or anticipated model updates.

**Recommendation 5**

It is recommended that MTC explore the potential usefulness of the PECAS model as a source for insight about goods movement into and out of the modeling region. This will also serve as a foundation for producing economic flows that can be used to inform the regional freight truck models and to help describe future year economic and goods movement flows into and out of the modeling region.

**3. Safety**

**Recommendation 6**

It is recommended that MTC incorporate all implemented Actions from the 17-Challenge Areas that are applicable into Plan Bay Area, MTC’s Regional Transportation Plan.

## 4. Congestion Management Process (CMP)

### Recommendation 7

It is recommended that MTC complete a major revision of its CMP documentation.

## 3. Introduction

This report documents the FHWA and FTA's 2012 transportation planning certification review of the San Francisco region's metropolitan transportation planning process as carried out by the MTC, the area's metropolitan planning organization (MPO), and is structured with the information as follows:

- Review Process Summary
- Overview of the MPO
- Review Discussion & Findings
- Conclusion and the Federal Action

## 4. Review Process Summary

### 4.1 Desk Review

Prior to the site visit, the Federal review team conducted a review of the files and documentation pertaining to MTC's transportation planning process (including the findings and recommendations of the last certification review). FHWA and FTA staff also prepared a list of questions for MTC to provide responses to. The list of questions and responses are included with the file copy of this report.

### 4.2 Site Visit

The site visit portion of the review took place on January 10-11, 2012 at the MTC office located at 101 Eighth Street, Oakland, CA. The Federal Review Team consisted of the following individuals:

#### Federal Highway Administration

Scott Carson, Transportation Planner, California Division  
Cecilia Crenshaw, Transportation Planner, California Division  
Ken Kochevar, Safety & Design Team Leader, California Division  
Eric Pihl, Modeling Technical Specialist, Resource Center  
Stew Sonnenberg, Air Quality Specialist, California Division (FHWA Lead)  
Lance Yokota, Civil Rights Program Manager, California Division

#### Federal Transit Administration

Ted Matley, Community Planner, Region IX (FTA Lead)

MTC's Ann Flemer, Deputy Executive Director, Policy and Doug Kimsey, Planning Director, were present during all the site visit discussions. A complete list of individual participants is included in Appendix A.

The topics listed below were discussed during the site visit:

- Planning Agreements, Contracts, and Coordination Elements
- Organizational Structure and Administration, and Board Membership
- Regional Transportation Plan (RTP) Process and Development
- Financial Planning and Fiscal Constraint
- Public Involvement and Title VI/Environmental Justice
- Freight and Goods Movement
- Overall Work Program
- Travel Demand Modeling/Forecasting
- Air Quality Conformity
- TIP Process and Development
- Project Selection and Programming
- Safety
- Congestion Management Process(CMP)
- Follow-up on the previous 2007 Planning Certification Review Findings

In addition to the above discussion topics, the Review Team conducted a Public Listening Session.

#### **4.3 Public Listening Session**

The Federal Review Team conducted a public listening session on Tuesday, January 10, 2012 at the MTC Dahms Auditorium. The listening session began at 5:30pm and concluded around 8:15pm. Doug Kimsey from MTC attended the entire listening session. Other MTC staff representatives also attended portions of the listening session.

MTC provided a public notice for the listening session on their website, in the local newspapers, and postcard mailers. The listening session provided the public an opportunity to provide oral and/or written comments to the review team. A summary of the public comments received from the listening session is summarized below.

#### **Public Listening Session Summary**

Many of the comments that were voiced expressed concerns over the public involvement process for the MTC Regional Plan update currently underway. Commenter's felt that MTC had made it difficult for members of the public to participate, that the process lacked necessary information, that it was clearly biased towards certain policies or interest groups, and that it was not open to discussion of a full range of alternatives. Many provided suggestions for improvement of that process.



Comments were also made that MTC has done an excellent job of supporting transit agencies in the region and has a supportive working relationship with the member agencies. Agencies also noted the support MTC staff provides in advancing high priority regional projects.

Concerns were expressed that MTC did not make a priority of services necessary to help transit dependant populations, and that MTC did not adequately include participation from low income and other groups on MTC Committees created to provide input into the transportation planning process. It was also stated that MTC was not adequately addressing Title VI and civil rights concerns, and that organizations who received funding from MTC were also not meeting these requirements.

Commenter's suggested that the MTC Board was isolated from or ignored public comments, lacked any accountability to the public, and supported projects despite public concerns and evidence against the value of the projects. It was also suggested that MTC failed to conduct a true regional planning process and that the MTC only supported the agendas of individual member agencies.

- In response to these comments, the team suggests that the MTC Board consider conducting evening meetings to be more accessible to the public. This would allow the public who are unable to attend day meetings to participate in the metropolitan planning process. If the MTC has already considered and rejected this idea, the reasons why should be made clear to the public in some way.

The Board membership was also criticized for not providing adequate representation for large centers and areas of the region. Suggestions were made that additional members be added, and that the MTC Board be elected. It is our understanding that legislation to alter the membership of the MTC Board is under consideration.

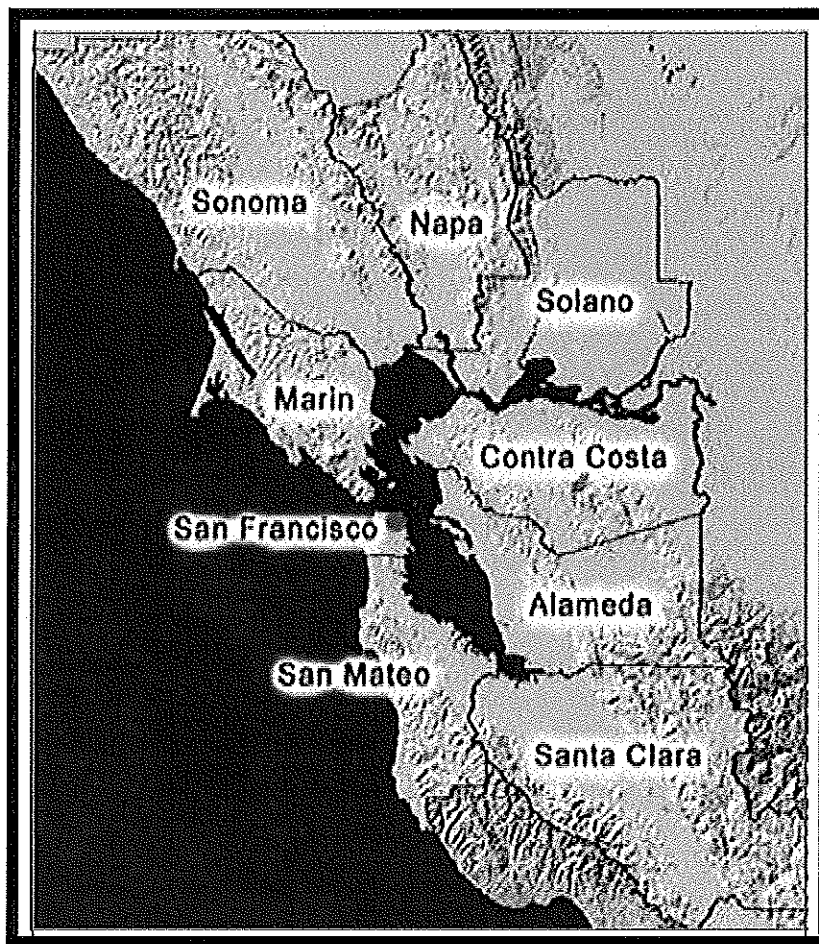
- In response to these comments, the MTC may wish to make a comprehensive evaluation of the Board membership, rather than make incremental and uncoordinated changes.

As a result of its 2009 analysis of its public participation process, MTC consolidated its Minority Citizens Advisory Committee (MCAC), the Elderly and Disabled Advisory Committee (EDAC), and the MTC Advisory Council into one 27-seat Policy Advisory Council. Recently, a contracted evaluation of this new Council concluded that overall, both the Council and Commission members said they feel the newly-formed Policy Advisory Council is better suited to serving the needs of the Bay Area than the previous advisory committee structure. We encourage MTC to pursue the report's recommendations for improvements regarding communication with the MTC Commission, developing the Policy Advisory Council work plan, and training for Council members.

Public comment was also received that suggested that MTC's Regional Transportation Plan was not financially constrained for transit capital and operating needs. It was stated that the RTP it falls \$25 billion short of covering existing levels of transit operating and maintenance needs, and overall, it leaves more than a quarter of the operating and maintenance needs of the existing transportation system unfunded.

## 5. Overview of the MPO

MTC is the transportation planning, coordinating and financing agency for the nine-county San Francisco Bay Area. Created by the state legislature in 1970 (California Government Code § 66500 et seq.), MTC functions as both the regional transportation planning agency—a state designation—and for federal purposes, as the region's MPO.



The Commission's work is guided by a 19-member policy board (see Appendix B for the list of Board members). Fourteen commissioners are appointed directly by local elected officials (each of the five most populous counties has two representatives, with the board of supervisors selecting one representative, and the mayors of the cities within that county appointing another; the four remaining counties appoint one commissioner to represent both the cities and the board of supervisors). In addition,

two members represent regional agencies – the Association of Bay Area Governments and the Bay Conservation and Development Commission. Finally, three nonvoting members have been appointed to represent federal and state transportation agencies and the federal housing department. Carrying out the Commission's directives is a staff of some 130 persons headquartered at the Joseph P. Bort MetroCenter in Oakland, Calif.<sup>1</sup>

MTC serves a region with eight primary public transit systems, as well as numerous other local transit operators, which together carry about 500 million passengers per year. In addition, there are numerous specialized services for elderly and disabled travelers, some 20,000 miles of local streets and roads, 1,400 miles of highways, six public ports and three commercial airports. The region covers nine counties that include 101 cities. Over 7 million people reside within its 7,000 square miles.

## 6. Review Discussions & Findings

As part of the certification review process, the team provided MTC staff with a list of questions and was asked to respond. The review team's evaluation of the responses to the review questions, review of pertinent documents, and our prior knowledge of the region, formed the basis for the discussions held during the site visit.

### 6.1 Resolution of the 2007 Certification Review Recommendations

On site review discussions began with the 2007 Certification Review actions. While no corrective actions were identified at that time, six recommendations were provided by the review team.

2007 Recommendation #1 - Pursuant to 23 CFR 450.322(f)(2), MTC should ensure that the locally preferred alternative from projects funded under the FTA Capital Investment Grant program is adopted into the RTP as a fully funded project, including capital and operating expenses.

2012 Response - Based upon our review of the Transportation 2035 Plan, it was found that only fully funded projects, including capital and operating expenses, are included in the financially constrained plan.

2007 Recommendation #2 - MTC should ensure that project descriptions in the RTP adequately and clearly identify major project elements and locations.

2012 Response - Based upon on our review of the Transportation 2035 Plan process, it was found that MTC worked closely with Congestion Management Agencies, transit operators, Caltrans, and other project sponsors to develop the project descriptions for projects proposed for inclusion in the plan. MTC was also successful in developing an online Transportation 2035 Plan project listing for use by its planning partners.

---

<sup>1</sup> Source: *About MTC* webpage: [http://www.mtc.ca.gov/about\\_mtc/about.htm](http://www.mtc.ca.gov/about_mtc/about.htm).

2007 Recommendation #3 - MTC should adopt a SAFETEA-LU compliant RTP as soon as possible.

2012 Response - Based upon our review of the Transportation 2035 Plan, it was found to substantially comply with the SAFETEA-LU planning requirements.

2007 Recommendation #4 - The review team reminds MTC that the financial plan for the transportation improvement program shall contain system-level estimates of costs and revenues sources that are reasonably expected to be available to adequately operate and maintain the Federal-aid highways and public transportation (23 CFR 450.324(h)).

2012 Response - Based upon our review we find that MTC has taken into consideration the transportation funding revenues expected to be available during the four years of the TIP and that both the 2009 and 2011 TIP are financially constrained by program and by year.

2007 Recommendation #5 - MTC should strive to improve the documentation of the congestion management process in the Bay Area.

2012 Response - Based upon our review of the 2007 Congestion Management Process Update in July 2007, it was found that MTC identified several focus tasks for the coming year as a way to highlight specific, current activities that address mobility and congestion management and as a way to track their developments over time.

2007 Recommendation #6 - MTC should continue to work with the Minority Citizens Advisory Committee and local communities to identify appropriate data and methodologies to best assess Title VI and environmental justice issues in the transportation planning process.

2012 Response - Based upon our review of the Transportation 2035 Plan process, it was found that MTC worked closely and collaboratively with the Minority Citizens Advisory Committee and community stakeholders to prepare the Equity Analysis and as a result, satisfies the federal requirements under Title VI of the Civil Rights Act and federal policies and guidance on environmental justice.

## **6.2 2012 Review Findings, Commendations, & Recommendations**

- 1. Regional Transportation Plan (RTP) Update - Plan Bay Area:** Plan Bay Area is the successor to Transportation 2035, the current RTP which was adopted by MTC in 2009. MTC began their 1<sup>st</sup> round of public outreach for Plan Bay Area in spring 2011. They are currently conducting their 2<sup>nd</sup> round. A draft plan is anticipated in December 2012.

A major change to this RTP update from previous plans is that Plan Bay Area addresses the new provisions from California's 2008 Senate Bill 375 which require MPO's to reduce greenhouse gas (GHG) emissions from cars and light trucks. As a result of this legislation, MTC is collecting general plan data for all the cities throughout the region.

The federal review team acknowledges the good faith efforts and professionalism that underlies MTC public outreach and involvement efforts for the current RTP update. The team also acknowledges the difficulties inherent in engaging the public in a complex and controversial planning discussion in what can often be an emotionally charged environment. Based on our observations and understanding of the RTP process, the team offers the following suggestions:

- When engaging the public, work to be as transparent as possible about the reasons for the RTP and the reasons for conducting the plan update exercise.
- Remain open to a wide variety of opinions at an appropriate stage in the process. Make it clear that all opinions will be considered as part of the process, even if all are not adopted.
- Present data and information clearly and understandable.
- Ensure that the necessary data is available for the public to make informed decisions.
- Work to eliminate any perceptions of bias in the process.
- Conduct the process in a way that encourages full participation and a sense of good will among the participants.
- Ensure that participation in the process is as easy as possible, including attending and registering for the meeting and using other means to provide feedback to the process.

**Recommendation #1:** It is recommended that MTC use the experience gained from this current RTP outreach effort to develop a “lessons learned” document that can be used to guide future RTP public involvement efforts.

2. **Overall Work Program (OWP):** As a result of a Caltrans cost audit report, MTC has expanded their work plan activities and budget figures in order to provide greater detail of their work program elements. The audit report also includes a number of other findings intended to improve the overall work program management and documentation. These improvements are expected to be fully implemented by spring 2012.
3. **Air Quality Travel Demand Modeling:** MTC has transitioned to an activity based-based model structure that replaces the agency’s legacy trip based model (BAYCAST). The most basic difference between these models is that the BAYCAST model estimates and predicts household-level trips, aggregated to a zonal level of detail. The new activity-based model generates a sequence of trips, characterized as tours, which track travel person travel from a primary origin to destination, including stops. Activity-based models have been implemented and are currently being deployed by an increasing number of agencies due to their enhanced analysis capabilities for evaluating traveler response to a wide range of planning and policy alternatives.

A comparison of the activity and legacy models reveals a reported 'greater deviation between observed values' as part of an overall validation strategy. According to MTC, this is due to the absence of static "factors" that were introduced in the legacy model to force a match with observed data. The review team notes that model application guidelines may be helpful to enable MTC's customers to effectively apply the model and process outputs for local planning and address sources of uncertainty and volatility that may be particularly relevant to stochastic models.

**Recommendation #2:** It is recommended that MTC pursue evaluations of model performance, where observed data may be available through retrospective and 'before and after studies' as those opportunities may arise.

The agency has also invested in the development of a sophisticated land-use forecasting model (Urbansim) that has the ability to incorporate many of the transportation (and non-transport) drivers of location and residential choice decisions.

**Recommendation #3:** It is recommended that MTC further pursue implementation of Urbansim as a means of informing future year allocations of socioeconomic data for long-range planning activities.

MTC's efforts to assemble data on transportation supply should help inform the soundness of underlying volume-delay functions used to represent travel times. As a component of on-going model calibration and validation activities, some exploration of how well the model replicates observed travel times (and congestion) may be useful for evaluating the effectiveness of travel time functions and representation of network supply characteristics.

**Recommendation #4:** It is recommended that MTC evaluate the treatment of times and costs for vehicle classes (in assignment) for current or anticipated model updates. This will ensure reasonable consistency with implied value-of-time in the behavioral models and will be particularly important for existing and future toll and pricing applications of the model.

Regular coordination between MTC and the San Joaquin Council of Governments helps ensure that boundary flows across regions are consistent. MTC noted that the California's statewide model will help support future year estimates of external travel.

**Recommendation #5:** It is recommended that MTC explore the potential usefulness of the PECAS model as a source for insight about goods movement into and out of the modeling region. This will also serve as a foundation for producing economic flows that can be used to inform the regional freight truck models and to help describe future year economic and goods movement flows into and out of the modeling region.

4. **Transit Maintenance Costs:** Current planning regulations require that the RTP consider maintenance and operating cost. To this end, the MPO is required to define an adequate level of maintenance that must be maintained, including for transit systems.

MTC's current RTP, Transportation 2035 Plan, presents the funding required to maintain adequate maintenance levels (fully funded within the RTP) and funding needed for an ideal level of transit system maintenance for the regional transit system. This innovative presentation allows the public to see the shortfall between adequate and ideal levels of transit system maintenance funding, as well as the funds that would be required to be raised from other sources to achieve the ideal level of maintenance funding. The review team applauds the innovative approach used by MTC and encourages other MPO's to provide this level of analysis, if possible, in their RTPs.

**Commendation #1:** MTC is to be commended for the analysis presented in their current Regional Transportation Plan on transit maintenance costs. Expanding on the idea of illustrative projects, the MTC provided an example of illustrative funding levels options.

5. **Title VI & Environmental Justice:** The review team did not find any statutory and regulatory deficiencies in regard to Title VI and environmental justice. Improvements noted since the 2007 review include the *Guide to the San Francisco Bay Area's Transportation Improvement Program (TIP)*, an equity analysis of the TIP, and the *Plan for Special Language Services to Limited English Proficient (LEP) Populations*. MTC revised its RTP equity analysis that includes a fuller discussion of its equity measures, alternative equity measures that were considered and why they are not used, and assumptions made in the analysis. It acknowledged limitations of its analysis. For example, since it is not possible to forecast future concentrations of minority or low-income populations in the region, the analysis compares conditions now and in 2035 in areas currently considered minority and low-income communities. Additionally, the analysis was framed in the context of relevant regional trends and concluded with future data and analysis methods that MTC is pursuing to improve its equity analysis and planned programs to improve equity outcomes.

It is noted that the Federal Transit Administration conducted a Title VI Compliance Review of MTC in 2011. The Final Report, issued in April of 2012, indicated the following issues regarding services for Limited English Proficient (LEP) Populations and the required Language Assistance Plan (LAP):

- MTC should train staff regarding how to access MTC's language assistance measures, and should develop competency standards for contractors or staff providing language assistance.
- MTC should develop a method for collecting information from LEP's to determine the frequency of contact by language.

- MTC's report discusses the importance of planning access for individuals, but fails to assess whether LEP's have determined which types of MTC's services are important and therefore need language assistance to access those services.
- MTC's plan did not analyze costs and resources involved to meet LEP requirements.
- MTC does not have training for its' workforce on how to access the telephone service available.
- MTC has not developed competency standards for its translation services.
- While MTC had telephone translation service, MTC had not determined the vital documents that needed translation.
- MTC has not developed a mechanism for administratively monitoring and updating the language assistance plan.

The following Corrective Actions was identified:

- MTC is required to expand upon existing analysis to more clearly describe the frequency of contact with LEP persons; the importance to LEP populations of programs, services and activities; and the costs to translate documents into other languages.
- MTC's language assistance plan needs to be revised to include the updated four factor analysis, a list of vital documents, translation of those documents, training for MTC staff, and competency standards. MTC will translate vital documents including its complaint form, notification to the public of its rights under Title VI, and place on its board meeting notices a statement, in languages other than English, regarding how to obtain free translation assistance in advance of board meetings.
- MTC will provide a plan to FTA explaining how it will correct all LEP deficiencies within 60 days.

The Title VI Compliance Review also made the following Advisory Comments:

- It is recommended that MTC disaggregate the equity analysis data to analyze the needs of minority populations as distinct from low-income populations.
- It is recommended that MTC's equity analysis disaggregate minority populations from low-income populations to determine whether the benefits and burdens result in disparate impact on minority populations.

FTA is responsible for coordinating with MTC to ensure that the corrective action identified in the FTA title VI review is addressed through the FTA Title VI review process.

- 6. Freight:** The MTC formed a Freight Advisory Council shortly after ISTEA was implemented and initially there was a lot of interest. However, over time, the council became less active, similar to many other MPO's, and continues to find it difficult to engage the freight community on metropolitan planning issues.

In spite of this, MTC continues to place an emphasis in the freight area. Current activities include promoting goods movement, completing the Airport Regional



Plan which includes the three major regional airports (San Jose, Oakland, and San Francisco).

The review team encourages MTC to explore opportunities to engage the freight community whenever possible, such as the during the RTP update process.

- The review team suggests that the MTC continue identifying key freight facilities in the region and to continue their involvement in regional and inter-regional freight studies.

It was noted that the West Coast Coalition existed for about 10-15 years and probably would become more active if freight projects had a dedicated funding source. It should be noted that implementing Recommendation #5 under Air Quality Travel Demand Modeling will aid in describing freight movements into and out of the Bay Area.

7. **Safety:** During the discussions, it was suggested that MTC review the California Strategic Highway Safety Plan (SHSP) website at: <http://www.dot.ca.gov/SHSP/>, specifically the SHSP implementation report, and determine what if any Challenge Areas they would like to be involved with. It was also suggested that MTC participate on a regular basis in the Challenge Area team meetings or participate on teams to implement approved Actions and participate in bi-monthly SHSP Steering Committee meetings when possible.

**Recommendation #6:** It is recommended that MTC incorporate all implemented Actions from the 17-Challenge Areas that are applicable into Plan Bay Area, MTC's Regional Transportation Plan.

8. **Congestion Management Process:** MTC indicated that their CMP is not a separate document/process but instead stems from a series of activities and studies that are linked to the RTP Process. MTC has opted into the State Congestion Management Process. The MTC, Caltrans and the Bay Area Congestion Management Agencies are all part of the Bay Area regional CMP process.

Given that its CMP approach is linked to the RTP, MTC has chosen to not identify a multimodal CMP network, advocating that its RTP process already carries out many CMP and CMP-like functions throughout the regional transportation network. CMP is not shown as a separate work task in the OWP, CMP activities take place "throughout" the OWP. This includes data collection for the various modes; for the past 7 years, MTC has hired a 3<sup>rd</sup> party consultant to collect freeway congestion data using probe vehicles. Non-recurrent delay is not recorded; and MTC's Performance Measures are based on actual data.

MTC has kept track of all CMP and "CMP-like" activities in a memorandum that provides a comprehensive overview of all CMS and CMP-like activities undertaken by the MPO since 1994. MTC updates this list of tasks every two years, and the

memorandum is meant to represent the most “current CMP adoption” in the planning process. MTC intends to update this memorandum late in 2012 in keeping with the current update cycle.

In terms of the evaluation of the addition of new Single Occupant Vehicle (SOV) capacity on the major road networks that are typically included in a CMP network, MTC noted that since the vast majority of the investments in the RTP and FTIP are in maintaining the current system, only 3% of investment is in new SOV capacity. SOV projects are currently vetted and all alternatives considered before SOV capacity expansion takes place.

MTC does not appear to have a discrete methodology for showing how a given SOV capacity expansion project is developed and justified. However, projects listed in the RTP and TIP are required to provide project level details including purpose, scope, goals, and the planning processes in which they were identified and evaluated, including county congestion management plans and/or corridor studies. Once in the RTP, projects are further evaluated through scenario evaluation and cost/benefit analysis for project performance against quantitative evaluation criteria based on performance objectives as well as a qualitative policy assessment criteria based on RTP goals.

During the discussions, strong interest was expressed by MTC in improving the documentation of the CMP process. It was noted by FHWA that while the current memo does an excellent job of providing a historical record of the CMP process, it does not provide sufficient detail or an in-depth overview of the current CMP process.

**Recommendation #7:** It is recommended that MTC complete a major revision of its CMP documentation. FHWA will provide MTC with technical assistance in reviewing best practices documentation, and in reviewing MTC’s Draft and Final new CMP documentation. Given that the current CMP documentation is scheduled for revision in late 2012, it is additionally recommended that this work be identified in the FY 2012-13 OWP as a discrete task with its own budget, and that the revision be completed before the start of the next OWP cycle on July 1, 2013.

## **7. Conclusion and the Federal Action**

The Federal review team wishes to thank the MTC staff for their tremendous assistance and cooperation in making the planning certification review an informative, productive, and positive exchange of discussions between the Federal review team, MTC staff, the State, and the general public.

Our review of the transportation planning process in the San Francisco Bay Area, as carried out by the MTC, has resulted in one commendation and seven recommendations for improvement.

As a result of this review, the FHWA and FTA hereby jointly certify that the metropolitan transportation planning process, performed by the Metropolitan Transportation Commission, substantially meets the requirements of 23 CFR § 450 and 49 CFR § 613.

## Appendix A Review Participants

Ted Matley	FTA, Region IX
Scott Carson	FHWA, California Division
Cecilia Crenshaw	FHWA, California Division
Ken Kochevar	FHWA, California Division
Eric Pihl	FHWA, Resource Center (Lakewood)
Stew Sonnenberg	FHWA, California Division
Lance Yokota	FHWA, California Division
Ann Flemer	MTC, Deputy Executive Director, Policy
Brian Mayhew	MTC, Chief Financial Officer
Doug Kimsey	MTC, Planning Director
Ashley Nguyen	MTC,
Eva Sun	MTC,
Harold Brazil	MTC,
Sean Co	MTC,
Blesilda Gebreyesus	Caltrans District 4
Erin Thompson	Caltrans Planning, HQ

## Appendix B MTC Commissioners

ADRIENNE J. TISSIER, Chair	San Mateo County
AMY REIN WORTH, Vice Chair	Cities of Contra Costa County
TOM AZUMBRADO	U.S. Department of Housing and Urban Development
TOM BATES	Cities of Alameda County
DAVID CAMPOS	City and County of San Francisco
DAVE CORTESE	Santa Clara County
BILL DODD	Napa County and Cities
DORENE M. GIACOPINI	U.S. Department of Transportation
FEDERAL D. GLOVER	Contra Costa County
MARK GREEN	Association of Bay Area Governments
SCOTT HAGGERTY	Alameda County
ANNE W. HALSTED	San Francisco Bay Conservation and Development Commission
STEVE KINSEY	Marin County and Cities
SAM LICCARDO	Cities of Santa Clara County
JAKE MACKENZIE	Sonoma County and Cities
KEVIN MULLIN	Cities of San Mateo County
BIJAN SARTIPI	State Business, Transportation and Housing Agency
JAMES P. SPERING	Solano County and Cities
SCOTT WIENER	San Francisco Mayor's Appointee